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A LETTER *to a Friend concerning the* Publick Debts, *particularly that of the* Navy.

THE Reports of *Miſmanagement*, *Miſapplication* and *Embezlement* of the Publick Mony have ſo generally prevail'd in the Nation, that I do not wonder you ſhou'd deſire to be inform'd of the ſeveral Facts from which theſe Charges are drawn againſt the late Miniſters. Nor was I more ſurpriz'd to find that the Debts of the Kingdom, with the Cauſes and Methods of contracting them, were made the chief Subject of Complaint and Cenſure: ſince no greater Crime can be imputed to any Miniſtry than a corrupt Mismanagement, or Profuſion of the Publick Treaſure. In order therefore to anſwer your Enquiry, and to ſet this matter in a true Light, I will examine the ſeveral Articles that make up the Publick Debt; ſetting forth, at the ſame time, the extraordinary Expences which have been made, and the particular Services which have been perform'd. By this view of the whole, you will be able to judg how far thoſe Expences and Services were occaſion'd by *abſolute Neceſſity, and the Good of the Publick*; or requir'd *by the Authority of Parliament*: and, conſequently, how far the late Adminiſtration can be juſtify'd.

You know, Sir, the Debt of the Nation conſiſts of ſeveral Parts: But becauſe *That of the Navy* amounts to the greateſt Sum, and is ſuppos'd to have chiefly affected the Credit, I will firſt preſent you with a State of that Article, and ſubmit it to your impartial Conſideration. And I promiſe you that nothing ſhall be mention'd in this plain Account, that is not grounded upon matters of Fact, or upon authentick Certificates, call'd for by the Houſe of Commons for their Informations, and laid before them by the proper Officers.

But before I enter upon the particular Examination of this Debt, as it now ſtands, I beg leave to offer ſome general Conſiderations for the better explaining this Affair: And theſe ſhall relate chiefly to the *Manner* in which the Parliament gives Mony for that Service, and to the ſeveral Heads of Expence from whence the Increaſe of this Debt

[illegible] the manner of providing for the Land-Service. [illegible] Care exact Eſtimates of the whole Expence are [illegible] to the Parliament; according to thoſe Eſtimates the reſpective Sums are granted; and purſuant to them Eſtabliſhments are made, regulating the whole Expence of the Army, and ſubject to no Alteration or Enlargement. But the annual Proviſion for the Navy is made by granting a General Sum, not adjuſted or limited by any particular Eſtimate, but by Computation. For inſtance, It is ſuppos'd that Four Pound a Month for every Man will anſwer all the Expences upon the ſeveral Heads, except what is call'd the *Ordinary of the Navy*: And the Mony given is more properly to be underſtood in the Nature of a Sum granted upon Account, than as a Sum ſtated and limited, which is not in any Inſtance to be exceeded. For what is annually given ſhou'd be the Rule and Meaſure of that Year's Expence, as far as it can poſſibly be compaſs'd with: yet it will appear, upon Conſideration, utterly impracticable to make the Expence exactly anſwer to the Proviſion made by Parliament.

The Sums granted for the Navy, during this War, have not been every Year the ſame, tho the Difference has not been great. But in order to ſtate the Method of computing the Annual Charge, it will be neceſſary to fix upon one certain Sum: And what has moſt frequently been granted, is, *Two Millions Two Hundred Thouſand Pounds*, for maintaining Forty Thouſand Men imploy'd in the Sea-Service, including Eight Thouſand Marines. This Proviſion is made at the rate of Four Pounds a Month for every Man: And the Proportions ſuppoſed to be allotted to each particular Head of Expence, by Computation theſe,

	£.	s.	d.
For Wear and Tear,	792,000	00	00
For Wages,	780,000	00	00
For Victuals,	494,000	00	00
For Ordnance,	104,000	00	00
And for the Ordinary,	130,000	00	00
	2,200,000	00	00

By the nature of theſe Services it appears impoſſible, at firſt ſight, to fix and aſcertain the exact Expence upon any Head except that of Wages: For how can it be foreſeen that the Loſs or Damage of Ships by Storms, or by the Enemy, ſhall be juſt ſo much in one Year, and no more, and that to rebuild or repair them ſhall not exceed the Sum given? This laſt Article of Expence can never be fix'd, unleſs it were in the power of the Parliament to ſet the Price upon all Naval Stores, and even to lower it as the Demand ſhould be greater. And the ſame thing is to be obſerv'd upon all kinds of Victualling, and Neceſſaries for the Ordnance. For this reaſon the Proviſion is made in Parliament by Computation, and not by Eſtimate; becauſe the Charge and Expence is ſuppos'd to be uncertain? But it is ſtill to be regulated by a good and frugal Management, and to be kept within bounds as much as is poſſible. And therefore it muſt be agreed on all hands, that if no more than Forty Thouſand Men had been imploy'd on board the Fleet during the whole Courſe of this War: And if no extraordinary Services had been perform'd, which were not included in the Eſtimates of the Navy, and for which no other Proviſions were made; the Perſons, who have had the Care of the Navy, had been guilty of great Miſmanagement, in ſuffering the Debt to run to ſo great a height, and they had juſtly deſerv'd the ſevereſt Cenſure.

And this brings me to conſider, in the ſecond Place, the ſeveral *Heads of Expence* that have occaſion'd the Increaſe of this Debt.

Firſt, it muſt be confeſs'd that more than Forty Thouſand Men have been annually imploy'd on board the Fleet for nine years laſt paſt. The Perſons moſt converſant in theſe Affairs are of Opinion, that we have maintain'd in that Service near Three Thouſand Men a year above the Forty Thouſand; computing at a Medium of all the Years: And the Charge of thoſe Three Thouſand Men extraordinary muſt needs have amounted in nine Years to a very great Sum.

[illegible] nels of this War. The great Fleets that have been ſent into the *Mediterranean*, and kept abroad the whole year: The Wear and Tear that a Winter-Campaign muſt occaſion, beyond what is ſuffer'd in the Summer-Seaſon only: The Expence of all Naval Stores for refitting and victualling our Ships in the foreign Ports of *Portugal*, *Spain* and *Italy*. Theſe and many more Reaſons might be given, to ſhew that the Computation of Four Pounds a Month for every Man, which was taken and ſettled from the Practice and Experience of former Wars, is by no means a full and adequate Proviſion for the Services perform'd in this. Eſpecially if we reflect that it was impoſſible to proſecute the War in *Spain* with ſo much Vigour as the Nation, and the Parliament requir'd, without keeping a conſtant Superiority in the *Mediterranean*.

Theſe general Obſervations being made, I will now proceed to lay the Facts before you.

The Debt of the Navy now to be accounted for, is the Debt as it ſtood at *Michaelmas* Seventeen Hundred and Ten: Which by the Committee of the Houſe of Commons, appointed to ſtate and examine the Publick Debts, was reported to be *Five Millions One Hundred and Thirty Thouſand Five Hundred Thirty Nine Pounds, Five Shillings and Five Pence*, excluſive of the Regiſter-Office. But ſince your Inquiry has reſpect only to the *late Miniſters*, and you deſire chiefly to be inform'd how far they are anſwerable or blameable for this Debt, it will be reaſonable to deduct from this great Sum, what was due and incurr'd before their Adminiſtration. It is well known that the Debt of the Navy is made up and ſtated but once in every Year, which is always done at *Michaelmas*; and that the greateſt Part of the Mony, granted for the Service of each Year, is generally iſſu'd and expended about the middle of it. For this reaſon, ſince the late Lord Treaſurer, who is blam'd for this great Debt, enter'd upon his Office about the middle of the year Seventeen Hundred and Two, by which time moſt of the Mony given for that year's Service had been iſſu'd; we muſt, in Juſtice to his Lordſhip, begin this Account from *Michaelmas* Seventeen Hundred and Three, which was the firſt time that the Debt was ſtated after he had the Care and Management of the Revenue.

The Debt then of the Navy at *Michaelmas* Seventeen Hundred and Two, as it was given into the Houſe of Commons by the

the Commiſſioners of the Navy, was *One Million Eight Hundred Forty Nine Thouſand Four Hundred and Six Pounds, Five Shillings and Eight Pence:* But then we ſhou'd deduct the Debt of the Regiſter-Office as it then ſtood, which was *One Hundred Twenty Six Thouſand Seven Hundred Twenty Seven Pounds*; and that brings the former Sum to *One Million Seven Hundred Twenty Two Thouſand Six Hundred Seventy Nine Pounds, Five Shillings and Eight Pence:* which being incurr'd before he was imploy'd, ought juſtly to be deducted from the groſs Debt.

In the next place we ſhould conſider, how much has been iſſu'd ſhort to the Navy of the *Two Millions, Two Hundred Thouſand Pounds*, which I have ſaid was near the Sum annually voted for that Service: And we ſhould alſo examine how ſuch Deficiencies did ariſe, and how far it was neceſſary or prudent to let them fall upon the Navy.

Firſt, It muſt be obſerv'd, that whatever is voted more in the Committee of Supply, than is afterwards rais'd in the Committee of Ways and Means, or whatever is receiv'd leſs in the Exchequer than the Sum at which the Grants are eſtimated in Parliament, proves a Deficiency that muſt fall upon ſome part of the Publick Services intended thereby to be provided for. And I muſt inform you, that an authentick *Account of the Sums that have been voted, addreſs'd for, or enacted, ſince her Majeſty's Reign, with the Grants for anſwering the ſame, and the Deficiencies thereupon*, has been deliver'd in to the Houſe of Commons: By which Account it appears, that after the Deductions of ſuch Sums, as were made good by ſubſequent Parliaments, the real Deficiency of the Funds in nine years did amount to *One Million Eight Hundred and Sixty Nine Thouſand, One Hundred Eighty One Pounds*: And that *One Million Four Hundred and Eleven Thouſand and One Pounds, Nine Shillings, and Nine Pence Halfpenny*, did fall upon the Navy. And it muſt be allow'd by all Perſons that this Sum is to be deducted out of the Debt of the Navy, becauſe if it had been duly ſupply'd, the Debt wou'd have been really ſo much leſs.

Secondly, It muſt be conſider'd how far it was prudent or neceſſary to let ſo great a Proportion of the whole Deficiencies be plac'd upon the ſingle Head of the Navy. And here I cannot but enter ſo far into the Juſtification of the late Miniſtry, to confeſs to you freely, that, in my humble Opinion, thoſe Deficiencies cou'd have fallen no where elſe ſo well. You need not be told, that far the greateſt part of the other Publick Services admit of no Credit at all: Nor cou'd any other Credit of any kind have been had at ſo eaſy Terms as in the Navy, or have ſo little affected the Publick. It is needleſs to ſay that the Army can give no Credit; and after the happy Effects we have ſeen of an Army duly paid, every body muſt approve that part of the Management, who does not repine at the conſtant Succeſſes, which we muſt all allow were obtain'd under the late Miniſtry. The Seamen, who have Victuals and all things neceſſary ſupply'd for them on board, can bear to wait ſome time for their Wages; but the Soldiers can never want their Subſiſtence. The Pay alſo of the Foreign Troops in her Majeſty's Service muſt be punctually anſwer'd, and the Subſidies to Confederate Princes muſt be duly remitted, or the whole Alliance had been diſſolv'd. Bills of Exchange muſt be exactly comply'd with, or there wou'd have been an End of foreign Credit. And even at Home the Guards and Gariſons muſt have their Pay, or the Country would ſoon have felt the Effects of Free Quarter. It was therefore impoſſible that theſe neceſſary, immediate and unavoidable Services could bear any part of the Deficiencies: And if deficient Talleys had been ſtruck and iſſu'd for them, the Diſcount upon thoſe Talleys, and conſequently the Loſs to the Publick, would have been much greater than was known in the firſt nine years of this War. At the ſame time it muſt be admitted further, in juſtification of the late Miniſters, that the placing theſe Deficiencies chiefly upon the Navy, affected very little the Credit for many years: Large Sums were conſtantly advanc'd, and almoſt forc'd upon the Government at Five or Six *per Cent.* at the higheſt: The Navy Bills carry'd but Six *per Cent.* Intereſt: And as long as the Courſe of the Navy was held to be ſacred, and no new Diſtinctions were ſtarted between National and Parliamentary Credit, the Diſcount upon thoſe Bills was only in proportion to the Remoteneſs and Diſtance of their Courſe of Payment. And I muſt here obſerve one thing more in Juſtice to the late Miniſtry, That if any Man will take the Pains to trace the Diſcount upon Navy-Bills, from the beginning of this War to *November* One Thouſand Seven Hundred and Nine, the time when that *infamous Sermon* was preach'd in *St. Pauls*, he will find that the Diſcount upon Navy-Bills was never till then ſo high by Ten *per Cent.* as it is now, when we are told that the Credit is reſtor'd, and that effectual Proviſion is made for paying the Debts of the Nation.

I muſt needs therefore own to you my Opinion upon this Head, That ſince there was a real Deficiency in the Parliamentary Grants, which muſt fall ſomewhere, the late Miniſters ſhew'd good Management in placing it upon the Navy, where it leaſt affected the Publick Credit, as I have already prov'd. This makes the Deduction abovemention'd, of *One Million Four Hundred and Eleven Thouſand and One Pounds, Nineteen Shillings and Nine Pence Halfpenny*, to be juſt and reaſonable.

This, with the Sum before deducted, reduces the Debt to *One Million Nine Hundred Ninety Six Thouſand Eight Hundred Fifty Seven Pounds, Nineteen Shillings and Eleven Pence Halfpenny.*

The Sum laſt mention'd is properly the Debt that was incurr'd by the late Miniſtry: And I will now go on to ſhew you how much of that Debt was occaſion'd by extraordinary Expences or Services for which no Proviſion was made; but which were underſtood by every Houſe of Commons to be abſolutely neceſſary; and moſt of them were directed by ſome Addreſs, or Act of Parliament.

The firſt Inſtance that I ſhall give you of a certain and known Expence for which no Proviſion was granted, is *the Intereſt* that has been paid upon Navy-Bills. And tho this was very low for ſome time, as I obſerv'd before, yet it has in nine years amounted to the Sum of *Two Hundred and Forty Two Thouſand Two Hundred Sixty Five Pounds, and Twelve Shillings:* The like Intereſt has been paid upon Victualling-Bills for the ſame time, amounting in the whole to the Sum of *Two Hundred and Nine Thouſand Two Hundred Thirty Nine Pounds, Twelve Shillings and Six Pence.* Theſe Intereſts have been conſtantly paid together with the Bills, and were known all the while to be paid out of the Mony granted annually for the current Service of the Navy: But no Proviſion was ever made to anſwer this additional and growing Charge.

Some Expences have alſo been made by the Authority of Acts of Parliament, tho no particular Proviſion was given for them: And of theſe we muſt not diſpute the Neceſſity, tho they happen to be Exceedings of the Parliamentary Grants. Of this kind are firſt the Rewards and Premiums mention'd in an Act, 3 & 4 *Anna*, for encouraging the Importation of Naval Stores from *America*, and directed to be paid by the Commiſſioners of the Navy in particular Bills made out, and to be paid in Courſe. This has coſt the Publick *Eighteen Thouſand Pounds, Sixteen Shillings and Six Pence.*

Secondly, A Bounty to the Officers and Seamen of the Fleet, of *Five Pounds* a Head for all *French* Priſoners, given by an Act, 6 *Anna.*

This was likewiſe charg'd on the Courſe of the Navy, and has amounted to the Sum of *Thirty Four Thouſand One Hundred Fifty Five Pounds.*

Thirdly, An Incouragement for raiſing Seamen in the year One Thouſand Seven Hundred and Six, granted by an Act, 4 & 5 *Anna.*

Purſuant to which there has been expended the Sum of *Four Thouſand Seven Hundred Twenty Nine Pounds, Ten Shillings and Five Pence.*

Other Expences have been occaſion'd by Addreſſes of the Houſe of Commons; and it muſt alſo be allow'd that theſe were neceſſary and unavoidable.

On the Firſt of *December*, One Thouſand Seven Hundred and Three, the Houſe of Commons addreſs'd her Majeſty, that ſhe wou'd pleaſe to give Orders for recruiting the Ships loſt in the Great Storm: And on the Third of *November* following, an Account of the extraordinary Expence upon that Head was preſented to the Houſe, amounting to the Sum of *One Hundred Thirty Four Thouſand Two Hundred Thirty Two Pounds.*

On the ſame day another Addreſs was made, That her Majeſty wou'd be graciouſly pleas'd to beſtow ſome Charity upon the Widows and Relations of the Officers and Seamen who periſh'd in the Storm: Which was accordingly directed, and amounted to the Sum of *Fifteen Thouſand One Hundred Fifty Eight Pounds, and Eleven Pence.*

On the Second of *November*, One Thouſand Seven Hundred and Four, an Addreſs was made to the Queen, that ſhe wou'd be pleas'd to give ſome particular Bounty and Rewards to the Officers and Seamen of the Fleet under the Command of Sir *George Rooke*, for their good Services againſt the *French* in the *Mediterranean:* And that Bounty coſt the Nation the Sum of *Thirty Thouſand Seven Hundred Seventy Seven Pounds, Thirteen Shillings and Five Pence.* Tho theſe Expences were made in purſuance of the Addreſſes of Parliament, yet no Proviſion was ever granted for them.

There were ſome other Expences, for which no Mony was given by Parliament: And yet they muſt be confeſs'd to have been neceſſary Conſequences of the other Parts of the Service.

The *One Hundred and Twenty Thouſand Pounds*, granted annually for the Ordinary of the Navy, has never anſwer'd the ſtanding Charge upon this Head, which has exceeded that Sum by at leaſt *Twenty*, and ſometimes *Thirty Thouſand Pounds* a year; as appears by Accounts that have been every year laid before the Parliament. And here it is very obſervable, that tho this be the only Eſtimate that is given in of any part of the Navy-Expence, yet the Parliament never made a full Proviſion for it; which is a new Inſtance that the Navy-Mony is to be underſtood, as I ſaid before, only in the nature of a Sum given upon Account. And this is ſtill more evident, when we conſider that in the year One Thouſand Seven Hundred and Four, no Sum at all was given for the Ordinary of the Navy: yet it cou'd not be ſuppos'd that nothing was to be expended upon that Head, unleſs the Admiralty and Navy Offices, with every Branch of them, were to ſtand ſtill for one Year, or the Officers were all to ſerve without Salaries. Upon this Head therefore, it muſt be confeſs'd moſt reaſona-

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ble to make the uſual allowance of one Year, which is *One hundred and twenty thouſand Pounds*. And tho the other Exceedings have been annually ſo high as I juſt now mention'd, yet becauſe I will in every Article keep within due Compaſs, I will compute them but at the rate of *Fourteen Thouſand Pounds per Annum*, which in nine Years amounts to the Sum of *One hundred and twenty ſix thouſand Pounds*.

In the Years One Thouſand Seven Hundred and Two, One Thouſand Seven Hundred and Three, and One Thouſand Seven Hundred and Four, no Proviſion was made for the Tranſport Service; but when ſuch large Sums had been granted for the Forces ſerving abroad, it was doubtleſs *a neceſſary Conſequence* that the Men, Arms, and Horſes, ſhou'd be tranſported, tho the Parliament had given no Mony to that uſe. For this Service therefore, in thoſe three Years, there was iſſued out of the Navy-Mony, *Eighty four thouſand five hundred and fifteen Pounds, twelve Shillings, and eight Pence.*

The extraordinary Charge of the Marine Regiments ſerving on Board the Fleet, is likewiſe an Expence of the ſame nature. Every body knows, that thoſe Eight thouſand Men are included in the Forty thouſand for which the annual Proviſion is made in Parliament; and conſequently their Pay is ſuppos'd but equal to the Wages of ſo many ordinary Seamen. But it is as well known, that the Marines are officer'd and form'd into Companies, and are upon the ſame foot of Expence as all other Regiments. And there has been iſſu'd out of the Navy-Money, ſince this Reign, the Sum of *Nine hundred and twelve thouſand two hundred and eight Pounds, fourteen Shillings, and eleven Pence*, for the paying theſe Regiments. But their Wages as ordinary Seamen, ſuppoſing they had been Eight thouſand Men complete, for eight Years paſt, which is about the time they were firſt rais'd, wou'd have amounted to but *Seven hundred and ninety two thouſand five hundred thirty three Pounds, ſix Shillings, and eight Pence*. So that the extraordinary Expence in this Particular, has been, *One hundred and nineteen thouſand ſix hundred ſeventy five Pounds, eight Shillings, and three Pence.* This is another Proof of what I have ſo often mention'd, That Parliamentary Proviſion is by no means ſuppos'd to be equal to the Expence upon each Head.

The Charge of the Office of Sick and Wounded Seamen, and for maintaining Priſoners of War, may be alſo reckon'd very juſtly a *Neceſſary* Expence of the ſame kind. This Charge has been all along born by the Navy, three Fifths of it out of Wages, and two Fifths out of the Victualling-Mony. But when it is conſider'd, that more than Forty thouſand Men have been employ'd in this Service, and that all the Species of Victualling have been at high Rates, with an Intereſt and Diſcount upon the Bills, I muſt leave you to judg, whether theſe Heads cou'd poſſibly bear this extraordinary Expence, for which no other Proviſion was made. And there has been iſſued for this Service the Sum of *One hundred thouſand two hundred twenty eight Pounds, fourteen Shillings, and ſix Pence.*

There has been another extraordinary Charge upon the Victualling of abſolute neceſſity, and peculiar to this War, which is the Hire of Merchant Ships to carry out Victuals and all other Neceſſaries for ſupply of the Men of War in the *Mediterranean*, in *Portugal*, and in the *Weſt-Indies*. It was impoſſible for many of the Ships to receive on ſtow Proviſions ſufficient for the time that they have been kept abroad: Nor cou'd ſeveral Species of the Victualling be preſerv'd ſo long good and wholeſom. This Article of Freights and Demurrages to Merchant Ships has amounted in this War to the Sum of *One hundred and forty five thouſand five hundred ninety eight Pounds, ſeventeen Shillings, and three Pence Farthing.*

I will trouble you but with one Article more, I mean that of furniſhing Proviſions for Land-Forces ſent to *Spain* and *Portugal*, and for the Gariſon of *Gibraltar*. And ſince ſo much ſtreſs has been laid upon it, I beg leave to give it a particular Conſideration.

Every body allows, that all Victuals neceſſary for Land-Forces ſent abroad, muſt be furniſh'd at the Expence of the Government; and that no Mony is granted by Parliament for this Uſe. But then it is objected, that no part of this Charge has been *reaſſign'd to the Victualling*, nor *any Deductions made* from the Pay of thoſe Forces, to reimburſe the Publick. Now I confeſs, Sir, it does not appear to me out of what Mony thoſe Reaſſignments ſhou'd have been made, when none was granted for that uſe, without a greater Miſapplication than that which is complain'd of. It remains therefore only to be conſider'd, how far *it was adviſable* to have made thoſe Deductions from the Soldiers; and *how far all the Mony* that cou'd have been deducted from them, wou'd have made good the Expence of the Publick.

For the Firſt, I have been frequently inform'd, that it was a Matter duly weigh'd by the proper Officers; and that they always thought it expedient to continue to the Men their Pay, which became due whilſt they were on Board. And to deal plainly with you, Sir, I cannot help being of the ſame opinion my ſelf. For, it had been too great a Diſcouragement to thoſe Regiments, whoſe hard Fate had allotted to them the Service of *Spain* and *Portugal*, if, upon their Embarkation, a ſtoppage had been put to their Pay, which was their only Comfort and Relief under the Apprehenſion of a ſevere and hazardous Expedition. The great and endleſs Deſertions which have ſtill been the conſequence of all Orders of Embarkation for thoſe Countries, were ſufficient Warnings to the Government, not to add any new Hardſhips to that Service. For the Men, eſpecially thoſe who were new rais'd, were in ſuch fear of the long and dangerous Voyage, of the unavoidable Sickneſs occaſion'd by cloſe ſtowage on Board, of the lamentable Mortality which they had reaſon to dread upon their firſt landing in a new Climate, and being expos'd to the ſharpeſt Colds of a Camp, from the intolerable Heats of crowded Tranſports, that I have often heard it was difficult for the Officers, with their utmoſt Care, to get on Board two thirds of a Regiment. What then muſt have been the conſequence if they had known at the ſame time, that they were to receive no Pay all the while they underwent theſe Hardſhips and Dangers at Sea? Eſpecially conſidering that the Marines on Board the ſame Fleets, and order'd for the ſame Service, had not only the whole Allowance of Victuals, whilſt the Land-Forces were kept at ſhort Allowance, which is ſix Men to four Mens Meat, but were entitled likewiſe to receive their full Pay and Subſiſtence. Such different Uſage in the ſame Body of Men wou'd have created ſo much Diſorder, Mutiny, and Deſertion, that it wou'd have been impoſſible to carry on the War in *Spain*. So that, upon the whole matter, I ſhou'd rather have thought it reaſonable, to have given ſome further Encouragement to theſe poor Men, than to have made *thoſe Deductions* from them; which ariſing to a ſmall Sum, whilſt they were on Board, gave them new Life and Spirit upon their Landing, and enabled them to buy freſh Proviſions, and other neceſſary Supports.

In the next place, it muſt be own'd, that theſe Deductions wou'd have avail'd very little towards making good the Expence of the Publick. The uſual Stoppages were firſt to be made; Tents, Kettles, and all the Field and Camp Equipage, were to be provided; and theſe the Men were now oblig'd to buy for themſelves out of their Sea-Pay: whereas, in the practice of the Army, a Fund is rais'd for anſwering theſe Expences, by what is uſually call'd the *Winter-Stoppages*; that is, by ſtopping ſo much out of every Man's Pay, whilſt the Regiments are in Winter-Quarters, or in Gariſon, as is ſufficient for this purpoſe. And whenever it has happen'd, that any Regiment order'd to *Flanders*, has been oblig'd to take the Field, without going into Gariſon, the Charge of the Camp-Neceſſaries has been always born by the Publick, and made good to the Regiment by Contingent-Warrants. But this has been conſtantly ſaved to the Publick in the Regiments ſent to *Spain*: And if an exact Account cou'd be had of the whole Charge upon this Head there, where no Winter-Stoppage cou'd be made, it wou'd be found that all the Deductions that cou'd have been taken from the Men during their Paſſage, wou'd have exceeded very little the Charge of buying their Field-Equipages.

But if, notwithſtanding what has been ſaid, it be admitted, that Deductions ſhou'd have been made, let us then conſider, what wou'd have been the Amount of the whole, and how much wou'd have been ſaved to the Publick. The Sum of *Six hundred and ſix thouſand eight hundred and ſix Pounds, ſeven Shillings, and ſeven Pence*, which is the whole of this extraordinary Charge, is not an Account of the actual Expence that has been made, but a Computation of the Charge, as the Commiſſioners of the Victualling have ſtated it; reckoning at the rate of *ten Pence* or *twelve Pence* a-day for every Man; and taking in the whole Loſs by Diſcount of the Bills, the high Price of all Proviſions, the Freight for carrying them out, and all other incident Charges. Let us now ſee how much the Soldiers cou'd have paid towards this *ten Pence* or *twelve Pence* a-day. The Subſiſtence of a private Man is but *five Pence* a-day, after the Deduction of Off-Reckonings, and the weekly Stoppage for ſmall Accoutrements, authoriſ'd by Act of Parliament. So that if the whole had been ſtop'd, it had not anſwer'd half the Expence. But it is very well known, that the Land-Forces were always kept at *Short Allowance*, whilſt they were on Board; and, by the ſame Rule, that the Seamen, when at Short Allowance, receive what is call'd *Short-Allowance Money*, inſtead of the whole Victualling, the Land-Forces always receiv'd, whilſt they were on Board, *two Pence* a-day for every Man, out of their Subſiſtence, to buy Brandy and Tobacco, and ſuch other Refreſhments as were neceſſary to ſupport them at *Short Allowance*. This reduces the Subſiſtence of a Man to *three Pence* a-day; which, computing the Charge at a Medium, between *ten Pence* and *twelve Pence* a-day, wou'd have anſwer'd little more than a *Fourth*, not near a *Third* of the Expence. And therefore, if all had been done that is pretended to have been neceſſary, near *Four hundred and fifty thouſand Pounds* had remain'd as a part of the Debt unavoidably incurr'd, and for which there had been no reaſon to blame the late Adminiſtration. And when the other part is thorowly weigh'd, I believe you will think, as I do, that it wou'd have been extreme hard to pinch ſo many brave Men, who every day ventur'd their Lives for their Country, to ſave only *Twenty or Thirty Thouſand Pounds* a Year.

The ſame Reaſoning will in great meaſure hold for the Proviſions furniſh'd to the Gariſon at *Gibraltar*, where the Men are likewiſe kept at *Short Allowance*. Nothing can there be got for Mony from the Country; and all ſuch Proviſions and Refreſhments as are brought into the Town by ſmall Boats, are twice as dear as in other Places. The Price alſo of Shoes, Stockings,

Stockings, and all small Accoutrements, is so very high, that *Twelve Pence* a Week there, will not go so far as the usual Stoppage of *six Pence* a Week does here. And as this Particular has almost every Year been enquired into, it has still been found expedient and necessary to continue to the Men their Pay. And a distinct Account has been kept of what has been furnished by the *Dutch* on this Head, and Debited upon them, and must certainly be allowed among other Accounts, that are depending between the two Nations.

I have now gone thro the several Particulars, which I will conclude with an Abstract of the whole Account, and some few Observations upon it.

An Abstract of the foregoing Account.

	l.	s.	d.
The Debt of the Navy exclusive of the Register-Office, as stated by the Committee of the House of Commons, was at *Michaelmas* 1710.	5,120,539	05	05
But deducting the Debt of the Navy, as it stood at *Michaelmas* 1702. exclusive also of the Register-Office	1,722,679	05	08
And deducting what has been receiv'd short by the Navy in this War.	1,411,001	19	9½
Which together make the Sum of	3,133,681	05	05½
There remains neat Debt incurr'd during the late Administration, to be accounted for by Extra-Services	1,996,857	19	11½

Extra-Services.

Interest paid and due on Navy-Bills	242,265	00	00
Interest paid and due on Victualling-Bills	209,239	12	06
Paid for Naval Stores imported from *America*, by an Act of the 3d and 4th of the Queen	018,000	16	06
Paid the Bounty-Money of 5 *l.* per head, for *French* Prisoners, by an Act of *Anne*	034,155	00	00
For raising Men, by an Act 4° & 5° *Anne*	004,729	10	05
Rebuilding Ships lost in the great Storm	134,282	00	00
Bounty to Widows and Relations of Officers and Seamen lost in the great Storm	013,158	00	11
Bounty to Officers serving under Sir *George Rook* in the *Mediterranean*	030,777	13	05
To the Ordinary of the Navy for the Year 1704	120,000	00	00
And upon the account of the Extraordinary Expence, at 120,000 *l.* per annum for nine Years 1703, 1704.	126,000	00	00
Issued to the Commissioners of Transports in the Years 1702,	084,515	12	08
The Extra-Expence upon account of Marines	119,675	08	03
Issued to the Office of Sick and Wounded	100,228	14	06
The Hire of Ships to carry out Victuals and Provisions to the Men of War	145,598	17	3½
The Victualling Land-Forces sent to *Spain* and *Portugal*	606,806	07	07
Total of Extra-Services	1,991,383	06	00½
Ballance	005,474	13	11½

The Ballance of *Five Thousand Four Hundred Seventy Four Pounds, Thirteen Shillings and Eleven Pence Farthing*, that appears at the foot of this Account, is so very inconsiderable, that I am persuaded you will be much surpriz'd to see the extraordinary Services and Expences come to near the Debt that has been incurr'd especially if you consider that in this Account no Allowance is crav'd for the high rates upon all Kinds of Naval Stores and Victuals, which have been occasion'd by the Discount upon the Bills, nor for the Number of Men that have exceeded Forty Thousand; because I was resolv'd not to insert any thing that depended intirely upon Calculation, as to admit any Doubt or Uncertainty. If by a moderate Computation there had been an Allowance made upon those Heads, the Extraordinary Expences wou'd have exceeded the Debt to be accounted for. But then it must have been remember'd, that at the beginning of the War the Fleet was in a much better Condition than it can possibly be in at this time: And the Magazines were full of all manner of Stores, which are now exhausted. And how much it will cost to put the Fleet into the same Condition again, and to replenish the Magazines, cannot be computed till the war is ended, and their Condition can be known: But it must be admitted that this has been an Ease to the Service, and has prevented the further Encrease of the Debt.

I must likewise observe, that there have been no Appropriations in this War of any particular Sums to any particular Services; but one general Clause only, appropriating the Sums granted each Year to the Service of that Year; in which a Latitude was always given of applying the Mony granted for the Navy, as well to Services *already perform'd*, as *to be perform'd*; which is a sufficient Authority for the Methods practis'd there. And tho a great deal of Industry has been us'd to persuade the world that an undue Preference and Partiality has been shewn to the Service in *Flanders*, and that all other Services were postpon'd, cramp'd, and starv'd, in order to supply that Army; you cannot but observe that there is not any one Article in which the Navy-Mony was apply'd to that Use. Nor have the Enemies of the late Ministers pretended to give an Instance where that Service ever receiv'd out of the Publick Mony, more than its due Proportion, granted by Parliament.

I must make one Observation more to you, That as the Debt of the Navy has annually increas'd, an annual Account of it has been laid before the House of Commons, who were constantly inform'd how far the Provision made for the preceding Year had fallen short of answering the Expence. But being sensible that the more pressing Supplys were as much as cou'd well be rais'd within the Year, they still thought it more advisable to leave the extraordinary Charges to a growing Debt, than to increase the present Burden upon the People by enlarging the usual Provision for the Navy. And in the Parliament before the last, a particular State and Account of the Navy-Debt being call'd for, the late Ministers were so far from being blamed upon this Subject, that after a full Consideration and long Debate about the Causes and Methods of contracting that Debt, the House came to a Resolution in their favour, and went as far in approving their Conduct and Management, as any subsequent Parliament has gone in censuring them. And when the Justice of two differing Parliaments comes to be the Question, I will not take upon me to determine between them, but will only make this short Remark, That on such time at least as the Sense of the House was known upon this occasion, the late Ministry cannot be thought blamable for proceeding in their usual method, when they were supported by the Authority and Approbation of Parliament.

Upon the whole matter, I have now shewn you so many Instances of *Extraordinary Services* perform'd, that were either of absolute necessity for the Good of the *Publick*, or were *directed* or *approved* by *Parliament*; that I cannot but think you will agree with me in acquitting the *late Ministry* from all Imputation of Mismanagement, Misapplication, or Embezlement of the Navy-Mony. And I must do them the justice to say one thing more in their behalf, That I have not found, upon the strictest Enquiry, that they were guilty of Neglect or Remissness in their Duty; or that they wanted Ability or Zeal to carry on the Service of the Nation. And therefore I am afraid the great Noise and Clamours that have been rais'd against them, proceeded rather from Interest, private Ends, and Party-Strife, than from any true Care or Concern for the Publick. But the present Turn is now serv'd: And when the People shall come to reflect calmly upon the *late Administration*, which they have heard so industriously blacken'd and vilify'd, I believe they will find the Services of that Ministry not inferiour to those of any that went before it; and an Example to be imitated, rather than to have been so hardly censur'd, by that which has lately succeeded it.

But I have troubled you enough, Sir, for one time; Some Account of other Parts of the Debt, you may expect hereafter.

I am, &c.

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